

STAFFING GUIDE FOR ALLIED JOINT PUBLICATIONS

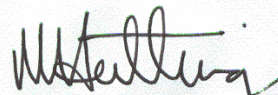
**DIRECTORATE FOR OPERATIONAL PLANS AND JOINT FORCE
DEVELOPMENT (J-7)**

THE JOINT STAFF

WASHINGTON, DC

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This Staffing Guide was coordinated with and agreed to by selected members of the US Joint Doctrine Development Community via Joint Staff Action Package J-7A 00016-02. It provides guidance for the US interface with NATO's Allied joint doctrine development process and related activities. US staffing procedures described herein are derived from responsibilities assigned in CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization and Interoperability (RSI) Between the United States and Its Allies and Other Friendly Nations*, and based to the greatest possible extent upon procedures prescribed in Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5711.01A, *Policy on Action Processing*. The document is modelled overall on US Joint Publication 1-01, *Joint Doctrine Development System*. This Staffing Guide is adopted as an interim coordinating measure pending the future incorporation of its contents into a new or revised existing CJCSI and/or Chairman of the Joint Chiefs of Staff Manual (CJCSM).



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EXECUTIVE SUMMARY

The North Atlantic Treaty Organization (NATO) is developing an extensive set of Allied joint doctrine. This development is intended to enhance operational standardization within the Alliance, thereby leading to greater multinational interoperability. Allied joint doctrine is focused on planning, executing, and supporting operations by two or more nations involving a force or forces composed of significant elements of two or more branches of the military services (air, land, maritime, or special operations forces). Within NATO, Allied joint doctrine is contained in a hierarchy of Allied Joint Publications (AJPs) and related “joint applicable” Allied Publications (APs). An AJP typically goes through five phases of development: Initial preparation and drafting; Ratification by NATO member nations; Promulgation by NATO; Implementation; and Publication Review. Once approved, an AJP constitutes a NATO Standardization Agreement (STANAG). When the US participates in NATO operations, NATO STANAGs to which it has agreed take precedence over US procedures. It is therefore of crucial importance to the US military that the US is fully and effectively represented in the AJP development process. This document is intended to function as a guide for the coordination and staffing required to ensure this effective US interface with Allied joint doctrine development.

I. GENERAL

1. Overview

a. Allied joint doctrine for the purposes of this Staffing Guide, is North Atlantic Treaty Organization (NATO) doctrine focused on planning, executing, and supporting operations by two or more nations involving a force or forces composed of significant elements of two or more branches of the military Services (air, land, maritime, or special operations forces). These forces are normally attached to or under the operational control (OPCON) or tactical control (TACON) of a single Allied joint force commander, conducting operations within the framework of the NATO alliance. These operations are generally referred to as “Allied joint operations,” although the broader terms “combined joint operations” or “multinational joint operations” may also be used.

b. Allied joint doctrine is contained in a hierarchy of Allied joint publications (AJPs) and related “joint applicable” Allied publications (APs). The process to develop an AJP within NATO, normally (but not solely) orchestrated by the NATO Standardization Agency (NSA)¹, begins with identification of a need for an area of doctrine. This may originate from an agreed NATO Standardization Objective, from a nation, a NATO strategic command or a specialized working group (WG) within NATO.

c. An AJP typically goes through five main developmental phases: Initial preparation and drafting; Ratification by nations; Promulgation by NATO; Implementation; and Publication Review. Once approved, an AJP is registered in a NATO Standardization Agreement (STANAG) of the type normally referred to as “operational” in nature. Operational STANAGs include concepts, doctrine, tactics, techniques, logistics, training, organizations, reports, forms, maps and charts.²

2. US Interface

a. NATO STANAGs to which the US has agreed take precedence over US procedures when the US participates in NATO operations. Therefore, during NATO operations, Allied joint doctrine ratified (agreed to) by the US -- with the exception of areas or actions that the US may have identified as reservations to the doctrine -- takes precedence over US joint doctrine. It is therefore of crucial importance to the US military that the US is fully and effectively represented in the AJP development process. This Staffing Guide focuses on the role of designated elements of the US Joint Doctrine Development Community in that process. (Additional information on NATO-internal procedures is available in NATO publications referenced herein).

¹ Formerly the Military Agency for Standardization (MAS); referred to hereinafter as “NATO NSA” to avoid possible confusion with the US National Security Agency.

² See NATO Allied Administrative Publication (AAP) -3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications*, March 2001 for a full discussion.

b. Director, J-7 (DJ-7) will normally serve as the Joint Staff Doctrine Sponsor (JSDS) for all Allied joint doctrine projects, and is thereby responsible for coordinating the US position on such doctrine and related issues. US lead agents (LAs) selected to represent the US on NATO Boards and WGs dealing with Allied joint doctrine issues will coordinate closely with J-7 Joint Doctrine, Education and Training Division (JDETD) on these issues. J-7 JDETD will conduct staffing procedures in accordance with Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5711.01A, *Policy on Action Processing*, to establish the US position to be represented by the US LA.

c. Approved US joint doctrine, and Allied joint doctrine ratified by the US and promulgated by NATO, provide the initial US national position for Allied joint doctrine development. When no approved US joint doctrine or US-ratified Allied joint doctrine is applicable or available, DJ-7 will establish the US position in consultation with designated members of the US Joint Doctrine Development Community. In the latter case, the most pertinent US Service doctrine may be considered as a starting point for the US position, but only if a single-Service issue is involved.³ Normally, the US will neither propose nor accept concepts and practices for inclusion in Allied joint doctrine that have not been approved in US joint doctrine, or ratified by the US in Allied joint doctrine. In event of instances where exceptions to established US joint doctrine appear clearly to be necessitated as unique to Alliance operations, or other such circumstances apply, DJ-7 also will seek input from the US Joint Doctrine Development Community to establish a US position. Contentious issues will be resolved in accordance with paragraph I. 2. d. below.

d. Resolution of unresolved contentious issues will take place in accordance with CJCSI 5711.01A *Policy on Action Processing*, paralleling the doctrine-related model described in Joint Publication 1-01, *Joint Doctrine Development System*. The DJ-7 will attempt to resolve contentious issues by reconciling differing opinions in accordance with existing US joint doctrine and/or Allied joint doctrine ratified by the US. If necessary, this may include chairing a US-only joint WG meeting(s) to attempt to reach consensus on the US position, followed if necessary by a US joint planners'-level meeting. Unresolved issues may be referred to a joint council of Service Deputy Operations Deputies (DepOpsDepts) for resolution. Failure to resolve issues at that level may result in referral to a joint council of Service Operations Deputies (OPSDEPS) for resolution. Finally, any remaining unresolved issues may be referred to a joint council of the Joint Chiefs of Staff.⁴

e. There is currently no comparable formal system for development of multinational *joint* doctrine with other allies or partners outside NATO. In the

³ Conforms to guidance in CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) between the United States and its Allies and Other Friendly Nations*, 17 Dec 2001

⁴ The process is as described for Joint Publications in JP 1-01, pages III-17 – III-19, but is not tied specifically to publication “milestones”. Rather, DJ-7 will recommend whether and how far to pursue this process based on the merits and criticality of the issues.

event such a system or a similar temporary arrangement or issue arises, the procedures described herein remain generally applicable to the US interface with that process.

II. RESPONSIBILITIES

1. US Joint Doctrine Development Community

The US Joint Doctrine Development Community consists of the Chairman of the Joint Chiefs of Staff, the US Services, the combatant commands, the Joint Staff, and the doctrine development agencies of the Services and the joint community. Designated members of this Community interface with the Allied joint doctrine development process to facilitate its efficiency and effectiveness, and to ensure the greatest possible consistency with US joint doctrine. Responsibilities of the various members are outlined below.

2. Chairman of the Joint Chiefs of Staff

Under Title 10, United States Code (USC), the Chairman of the Joint Chiefs of Staff is responsible for development, review, approval, and maintenance of joint doctrine and joint tactics, techniques, and procedures (JTTP). The Chairman of the Joint Chiefs of Staff is assisted in this by the Chiefs of the Services, combatant commanders, and the Joint Staff. Only publications approved by or for the Chairman will be referred to as joint publications.⁵ Since NATO STANAGs concerning Allied joint doctrine potentially impact upon the development and maintenance of US joint doctrine, the Chairman of the Joint Chiefs of Staff has a Title 10, USC responsibility to manage the US interface with the Allied joint doctrine process. Furthermore, this process is an international standardization procedure, and the Chairman of the Joint Chiefs of Staff is responsible for supporting active US participation in international military rationalization, standardization, and interoperability initiatives.⁶ The Chairman of the Joint Chiefs of Staff will approve or establish procedures for US ratification of all Allied joint doctrine and JTTP publications, and of modifications to established Allied joint doctrine and JTTP.

3. Director, J-7 (DJ-7), Joint Staff

a. Manage the US interface with Allied joint doctrine and any other multinational joint doctrine development. DJ-7 is responsible to the Chairman of the Joint Chiefs of Staff for managing the US joint doctrine development process, and for operational non-materiel international rationalization, standardization, and interoperability agreements dealing with operational plans and joint force development issues impacting US joint doctrine. DJ-7 advises the Chairman of the Joint Chiefs of Staff on all policy and guidance concerning the joint and multinational doctrine development processes and their interrelationships.

⁵ JP 1-01, *Joint Doctrine Development System*, p. I-1.

⁶ CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI)*... 17 Dec 2001

b. Establish mechanisms to ensure effective US participation in the Allied joint doctrine development process, and the orderly processing and complete joint coordination of all related projects. This includes establishing internal US milestones for new projects and for publication changes and revisions.

c. In collaboration (when applicable) with the US LA, conduct joint staffing procedures in accordance with CJCSI 5711.01A, *Policy on Action Processing*, to determine the US position on Allied joint doctrine publications and related issues.

d. Conduct final coordination (FC) and staffing (in accordance with CJCSI 5711.01A, *Policy on Action Processing*) of all ratification actions on Allied joint doctrine publications and report results to the NATO Joint Service Board (JSB).

e. Represent the US in the Allied Joint Operations Doctrine Working Group (AJODWG), and AJODWG subordinate WGs as may be required.

f. Normally, act as JSDS for all AJPs.

g. When required, assign a US LA for Allied joint doctrine development projects, based on recommendations of the AJODWG and subject matter expertise. LAs may be selected from among the Joint Staff Directorates, US Services or combatant commands.

h. When required, assign a NATO author/editor for Allied joint doctrine development projects, based upon recommendations of the AJODWG and subject matter expertise. NATO author/editors may be selected from among the Joint Staff Directorates, US Services or combatant commands.

i. Monitor the progress of each Allied joint doctrine project and provide assistance to the LA as required to ensure complete coordination and establishment of US position(s) on proposed Allied joint doctrine.

j. Subject to NATO security requirements, incorporate Allied joint doctrine into the Joint Electronic Library (JEL) and other dissemination systems to support information flow and research for the Allied joint doctrine development process.

k. Investigate ways to enhance awareness of Allied joint doctrine through military education and training programs using various forms of media.

l. Monitor the implementation and maintenance of AJPs to ensure that they serve their intended purpose and to provide a basis for subsequent changes and revisions.

m. Perform other duties as required.

4. Other Joint Staff Directorates

a. If directed, act as US LA for Allied joint doctrine publications. (The US LA will not always be selected from the Joint Staff.) When the LA is assigned from the Joint Staff, the Joint Staff Directorates normally will be assigned in accordance with the following guidance:

- J-1: All personnel-related AJPs.
- J-2: All intelligence, surveillance and reconnaissance, counterintelligence, and security-related AJPs.
- J-3: Operations and special operations-related AJPs, to include civil-military affairs.
- J-4: All logistics-related AJPs.
- J-5: Planning and policy-related AJPs.
- J-6: All command, control, communications, and computer related AJPs.
- J-7: Will not normally be assigned as LA, but serves as JSDS for all AJPs.

b. Serve as NATO author/editor if so designated.

5. Commander, US Joint Forces Command (USJFCOM)

a. Assist the DJ-7 in managing the US interface with the Allied joint doctrine development process.

b. Develop and submit recommendations for improving existing Allied joint doctrine or initiating new Allied joint doctrine projects and recommendations for improving the joint doctrine development process.

c. Assist in reviewing, analyzing, developing, and writing Allied joint doctrine drafts and projects and in establishing the US position on proposed Allied joint doctrine.

d. Review emerging Allied joint doctrine and JTTP to ensure the closest possible horizontal and vertical consistency with approved US joint publications and with Allied joint doctrine and JTTP ratified by the US.

e. Serve as LA and/or NATO author/editor when designated.

f. Provide representation to the AJODWG and its subordinate WGs and panels as required.

g. Conduct other actions as prescribed herein.

6. Service Headquarters (including, when appropriate, the US Coast Guard), and Combatant Commands

- a. Act as US LA and/or NATO author/editor for specific Allied joint doctrine projects as assigned, in accordance with the procedures herein.
- b. Assist in developing all Allied joint doctrine projects as prescribed herein.
- c. Participate in US and/or multinational conferences to address Allied joint doctrine issues.
- d. Support the assessment of ratified Allied joint publications, especially taking advantage of NATO exercises and operations to gather information.
- e. Appoint a single office or agency as office of primary responsibility (OPR) for coordination of all Allied joint doctrine matters. Ideally, this will be the same single office or agency appointed for coordination of US joint doctrine matters.
- f. Appoint a coordinating review authority (CRA) for each Allied joint doctrine project. (This may be a subordinate activity outside the Service and combatant commands.)
- g. Staff Allied joint doctrine and JTTP to subunified commands and component commands as appropriate. Consolidate comments and provide a single command position.
- h. Provide US Service representation to NATO NSA's Single Service Boards (SSBs) (Army, Air, and Naval), and coordinate with J-7 on Joint- and DOD agency-related matters arising from the activities of the SSBs.
- i. Commander in Chief, United States Special Operations Command is tasked under section 167 of Title 10 USC to develop special operations doctrine and JTTP, and may be selected as LA and/or NATO author/editor for related Allied joint doctrine.
- j. All Allied joint doctrine publication actions will be staffed and coordinated as a minimum with US European Command (EUCOM), JFCOM and with each Service headquarters and Joint Staff Directorate. Combatant commands other than EUCOM and JFCOM will be included as appropriate to the subject matter, as will other DOD agencies as appropriate. Normally, each action also will be made available to the entire US Joint Doctrine Development Community for information.

7. Service and Combatant Command Doctrine Organizations

a. DJ-7 normally coordinates directly with and/or tasks only US combatant commands and Services. The latter may perform the function themselves or task subordinate doctrine organizations to:

- Act as OPR for specific Allied joint doctrine development actions as delineated by their higher headquarters.
- Serve as LA and/or NATO editor/author for appropriate projects.
- Serve as CRA for all or selected Allied joint doctrine projects.
- Assist in developing Allied joint doctrine projects as prescribed herein.
- Attend applicable US and NATO development WGs and parties.
- Participate in conferences to address Allied joint doctrine issues.

b. Whenever feasible, DJ-7 will pass information on Allied joint doctrine-related actions to US combatant commands and Services as well as to their subordinate doctrine organizations, utilizing e-mail correspondence and/or the Joint Electronic Library, in order to expedite the process. This will normally be accomplished electronically using the Joint Doctrine Distribution List on classified and/or unclassified e-mail systems. However, this is intended only to facilitate parallel planning, and will not be construed as a tasking upon the subordinate organization(s) without a directive to this effect from the appropriate intervening combatant command or Service authority.

8. US Military Representative to the NATO Military Committee

a. The US Military Representative to the NATO Military Committee provides from the US Delegation to the NATO Military Committee (USDELMC) a US representative to the JSB of the NATO NSA. This representative will coordinate directly with J-7 JDETD regarding all Allied joint doctrine publications and related issues, and represent the Chairman of the Joint Chiefs of Staff to the JSB.

b. The JSB representative will coordinate with J-7 to establish the US position on all Allied joint doctrine issues, and with J-7 (in collaboration with J-5 and other JS Directorates as may be appropriate) regarding all policy issues affecting Allied joint doctrine.

c. The JSB representative will coordinate with US Service representatives to the NATO NSA SSBs regarding Allied joint doctrine-related issues and activities of the respective SSBs that may affect Allied joint doctrine.

d. The JSB representative will normally serve as the conduit between the NATO JSB/NSA and the US DJ-7 for all Allied joint doctrine ratification actions.

9. Lead Agent

a. A LA is assigned to represent the US in various aspects of the Allied joint doctrine development process. There are two types of LA in relation to Allied joint doctrine:

- LA/Representative. The LA is assigned to represent the US to NATO as part of the Allied joint doctrine development process. The LA designates a US Head of Delegation (HOD) and other representative(s) as appropriate to attend all WG meetings related to the given project, and to conduct all relevant coordination within both the NATO process and the US joint and interagency process. The LA will assist the J-7 (JSDS for all Allied joint doctrine) in developing the US position. The LA will then represent that position to NATO.
- LA/Custodian. In the event that NATO designates the US as NATO custodial nation for an Allied joint doctrine publication, the project will be further assigned to a LA to act as NATO custodian. In general, the LA/custodian is responsible to NATO to develop, coordinate, and maintain an assigned Allied joint doctrine publication, or portion thereof, throughout its life cycle, or until properly relieved.⁷

b. When appropriate, both LA functions may be performed by the same organization or agency.

c. A US Service, combatant command, or Joint Staff directorate may be assigned as either type of LA. The assignment of a LA is based on expertise in the subject matter of the Allied joint doctrine project. During publication revision, LA responsibility may be reassigned with the consent of all organizations involved.

10. NATO author/editor

a. When the US is designated as custodial nation for an AJP, the assigned LA/custodian will appoint a NATO author/editor. A NATO author is an organization and/or individual that develops all or portions of an AJP as specified by the LA/custodian. An editor is the individual responsible to the LA/custodian for editing, and various administrative actions. (NATO “author/editor” generally corresponds to primary review authority (PRA) in the US joint doctrine development process. In general, a PRA is the primary researcher and drafter of a joint publication project throughout the development phase.)

b. LA/custodians and their authors/editors do not represent national positions in their work. They are ultimately responsible, in coordination with the

⁷ Specific NATO procedures are contained in NATO Allied Administrative Publication (AAP) -3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications*, March 2001, and JSBP-01, 1 May 01, *A Handbook for the Guidance of Custodians of Allied Joint Publications*.

J-7, to the NATO NSA for developing a complete and cogent AJP, or portion of an AJP as may be assigned.

11. Coordinating Review Authority

a. Each US Service headquarters and designated combatant command assigns a CRA for each Allied joint doctrine project. To help ensure continuity, the CRA for each project is normally the Services' and combatant commands' single point of contact for all US joint doctrine matters.

b. Each CRA will coordinate with and assist in development of all Allied joint doctrine projects.

c. CRA comments regarding Allied joint doctrine represent the position of their respective Service or combatant command.

d. Service and combatant command CRAs will determine publication and distribution requirements for their respective commands for Allied joint publications.

12. Technical Review Authority

a. A technical review authority (TRA) is an organization that may be tasked to provide specialized technical or administrative expertise in developing a US position or to assist the LA.

b. TRA support from outside the LA chain of command will be approved by the Director, J-7. More than one TRA may be assigned, as appropriate.

13. Joint Staff Doctrine Sponsor (JSDS)

a. J-7 normally will be assigned as the JSDS for each Allied joint doctrine project. The JSDS will assist the LA in the coordination and establishment of US positions regarding Allied joint doctrine, and assist in the development of assigned Allied joint doctrine projects in cases where the US is designated as the custodial nation.

b. As part of the development and staffing procedures outlined herein, the JSDS normally will receive the project from the LA after the LA produces or obtains the NATO first study draft (and subsequent drafts thereafter). The JSDS will then coordinate the project with the US Joint Doctrine Development Community, and provide the results to the LA. The JSDS and the LA will cooperate in consolidating and incorporating the comments to determine the US position regarding the project (or to produce a subsequent study draft(s) if the US is custodian). The JSDS will identify issues that the LA is unable to resolve within the US Joint Doctrine Community, and conduct appropriate coordination to assist in resolving them. Subsequent study drafts will be processed in the same manner.

c. The J-7 will act as JSDS for all AJP ratification actions, in accordance with the procedures herein and in CJCSI 5711.01A, *Policy on Action Processing*.

d. The JSDS normally will carry out CRA functions for the Joint Staff by coordinating the draft document within the Joint Staff in accordance with current Joint Staff administrative procedures. The JSDS will also provide the Joint Staff comments and recommendations to the LA.

e. The JSDS is responsible for determining the Joint Staff distribution requirements for developing and ratified Allied joint publications.

14. Joint Doctrine Working Party

The semi-annual JDWP may be used as a venue for discussing and disseminating information related to Allied joint doctrine development and other multinational issues as appropriate.

III. ALLIED JOINT DOCTRINE DEVELOPMENT & US INTERFACE PROCESS

1. General

NATO Allied joint doctrine development is intended to enhance operational standardization, leading to improved multinational interoperability. Allied joint doctrine is focused on planning, executing, and supporting operations by two or more nations involving a force or forces composed of significant elements of two or more branches of the military services (air, land, maritime, or special operations forces).

2. Allied Joint Doctrine and NATO Standardization

a. NATO's definition of standardization is "The development and implementation of concepts, doctrines, procedures and designs to achieve and maintain the required levels of compatibility, interchangeability or commonality in the operational, procedural, materiel, technical, and administrative fields to attain interoperability."⁸ The aim of NATO standardization is to enhance the Alliance's operational effectiveness and to improve its efficiency in the use of available resources.

b. NATO standardization efforts are normally classified in one of three categories⁹:

- Operational. Standards which affect future and/or current military practice, procedures or formats. They may apply among other things, to such matters as concepts, doctrine, tactics, techniques, logistics, training,

⁸ AAP-6 (2002), *NATO Glossary of Terms and Definitions (English & French)*.

⁹ See AAP-3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications*, March 2001 for a full discussion.

organizations, reports, forms, maps and charts. (Allied joint doctrine falls in this category).

- Materiel. Standards which affect the characteristics of future and/or current materiel to include telecommunications, data processing and distribution. They may cover production codes of practice as well as materiel specifications. Materiel includes complete systems, including command, control and communications systems, weapons systems, sub-systems, assemblies, components, spare parts and materials consumables (including ammunition, fuel, supplies, stores and consumable spares).
- Administrative. These standards primarily concern terminology - which apply to both the operational and the materiel fields - but this category also includes standards which facilitate Alliance administration in fields without direct military application.

c. Agreements among NATO member nations on such standards are termed NATO STANAGs, defined as, "The record of an agreement among several or all the member nations to adopt like or similar military equipment, ammunition, supplies, and stores; and operational, logistic, and administrative procedures. National acceptance of a NATO AP issued by the NATO NSA may be recorded as a standardization agreement".¹⁰

d. After an AJP is promulgated by NATO, the US representative to the JSB will send a memorandum to the NATO Standardization Agency that documents implementation of the AJP. This memorandum will reflect the implementation described in the DJ7 memorandum of ratification. This is normally a purely administrative task, required by NATO in Allied Administrative Publication (AAP)-3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications*.

3. Record Keeping and Distribution

a. J7 JDETD will maintain files of records and correspondence that document US staffing and ratification of NATO STANAGs associated with AJPs. The US representative to the JSB will provide J7 JDETD with a record copy of each promulgated AJP and covering STANAG for inclusion in these files.

b. When an AJP is promulgated by NATO, J7 JDETD will as a minimum electronically distribute the AJP to the appropriate distribution list and/or include an electronic version of the AJP in the Joint Electronic Library, subject to NATO security and internet releaseability standards.

¹⁰ AAP-6, *NATO Glossary of Terms and Definitions (English & French)*.

4. NATO Standardization Organizations and Agencies

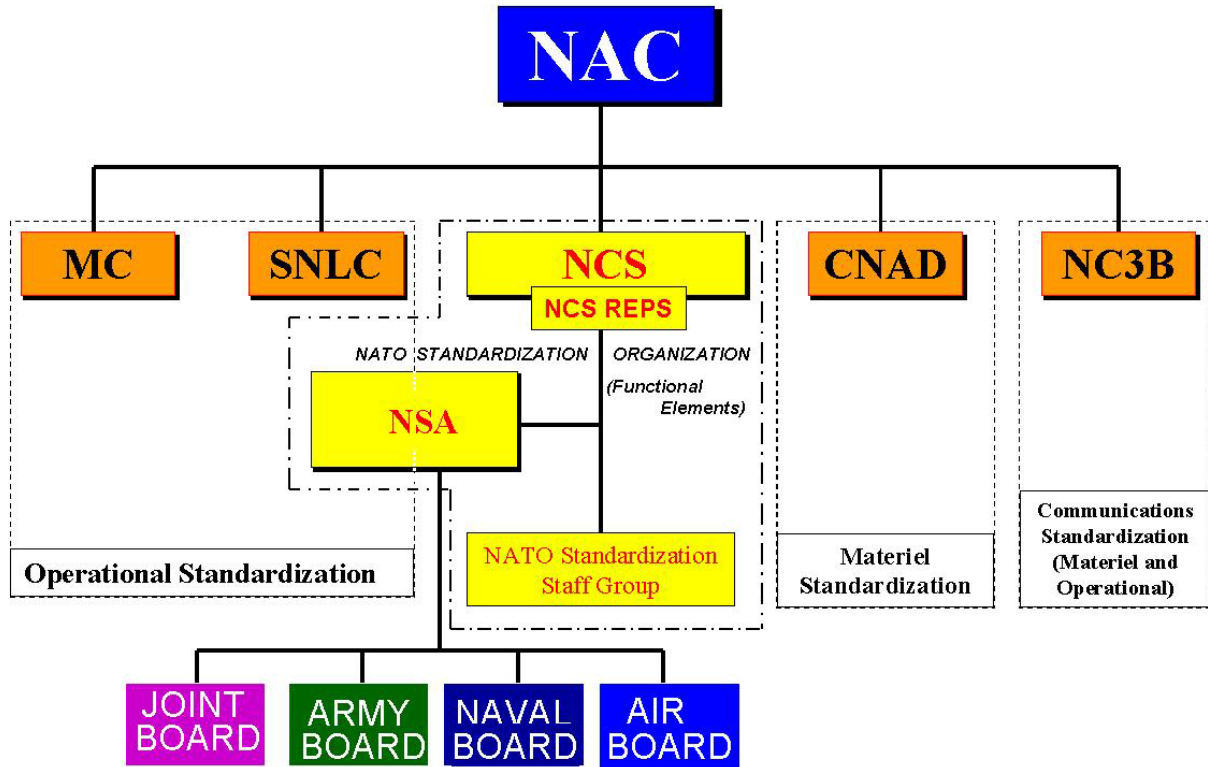


Figure 1. NATO Standardization Organizations

(Abbreviations key: NAC = North Atlantic Council; MC = Military Committee; SNLC = Senior NATO Logisticians' Conference; NCS = NATO Committee for Standardization; CNAD = Conference Of National Armaments Directors; NC3B = NATO Consultation, command and Control Board; NSA = NATO Standardization Agency)

- a. Standardization is dealt with by multiple organizations in NATO.
 - The North Atlantic Council (NAC), where nations are represented at Ambassadorial level, is the highest body in NATO, and is responsible for overarching policy. Under the NAC are various committees. (Figure 1 shows the main ones).
 - The Military Committee (MC), Senior NATO Logisticians' Conference (SNLC), NATO Committee for Standardization (NCS), Conference of National Armaments Directors (CNAD) and the NATO Consultation, Command and Control Board (NC3B). These committees are Tasking Authorities authorized to task subordinate groups to develop standardization agreements within their areas of responsibility. These areas are operational standardization (including logistics) dealing with doctrine and procedures under the MC and SNLC; materiel standardization by the CNAD; and communications standardization, encompassing both operational and materiel aspects, under the NC3B. All three areas are concerned with terminology. These Committees are all General/Flag Officer-level bodies.
 - The NATO Standardization Organization (NSO) is charged with enhancing interoperability and coordinating standardization. Its

functional elements are the NCS, the NATO NSA, and the NATO Standardization Staff Group (NSSG).

- The NCS is a General/Flag Officer level committee and is not permanently in session; the NCS Representatives (NCSREPS) are a subordinate group that assists the NCS to coordinate standardization throughout the year.
- The NSSG is an internal NATO staff forum at working group level that supports the NCS in coordinating and supporting standardization actions.
- The NATO NSA is the major functional organization under the NCS. The NATO NSA supports the NCS and develops operational standards on behalf of the MC.¹¹ The NATO NSA is the focal point in NATO for the overall coordination of operational standardization.
- Subordinate to the NATO NSA itself are three SSBs: the Army Board, the Naval Board, and the Air Board, as well as the Joint Service Board (JSB). Each board is charged with developing Allied doctrine in its particular area of expertise. As their names imply, each has either a single Service or a joint orientation. However, each board is responsible for some Allied joint doctrine development – for example, the Naval Board is responsible for AJP 3.1, *Allied Joint Maritime Operations* and subordinate publications, due to the maritime orientation of these publications, and so on.
- Each of the US Service Departments¹² has a billet(s) assigned to NATO specifically to represent US service interests in the respective SSBs; the Chairman of the Joint Chiefs of Staff is represented on the JSB by the USDELMC, which coordinates directly with J-7 on doctrinal matters.
- Subordinate to each of the four boards are a number of working groups composed of experts or specialists. These may be standing WGs meeting at specified times, or ad hoc WGs formed to address specific issues or projects. It is in these WGs that US LAs for various doctrinal projects will perform most of their work with NATO.
- Under the JSB, the AJODWG is the primary standing WG for doctrine. Joint Staff J-7 is the LA and provides the US HOD for the AJODWG.

¹¹ Roughly, the MC is the General/Flag officer equivalent within NATO of the US JCS.

¹² The Department of the Navy represents both the US Navy and US Marine Corps.

b. Not all Allied joint doctrine is developed entirely within the context of the MC-NATO NSA-SSB/JSB framework. For example, WGs of the SNLC developed most Allied joint logistics doctrine (AJP-4 series), in coordination with NATO NSA.

5. Allied Joint Doctrine Hierarchy

a. Allied joint doctrine is contained in a hierarchy of AJPs and related APs. (Figure 2) The hierarchy consists of three levels:

- Level One contains AJPs which consist of one Capstone publication (AJP-01), *Allied Joint Doctrine*, plus a Keystone publication in each of the main subordinate numbered areas of (1-series) Personnel & Administration, (2-series) Intelligence & Security, (3-series) Operations, (4-series) Logistics, (5-series) Planning, (6-series) Command, Control, Communications & Computers, (7-series) Training, (8-series) Resources & Finance, and (9-series) Civil-Military Cooperation.¹³
- Level Two contains supporting Allied joint doctrine consisting of subordinate AJPs.
- Level Three contains joint-applicable publications (primarily Allied Tactical Publications (ATPs), Allied Intelligence Publications (AIntPs), and Allied Logistical Publications (ALPs). These all may be referred to generically as APs). Some, but not all, Level Three publications are or may be scheduled to become the basis for future Level Two AJPs. Level Three publications are typically *not* staffed jointly by the US unless they are undergoing transition to AJP status.

b. The Hierarchy Panel of the NATO AJODWG, manages the hierarchy and makes recommendations for additions or changes.

c. The Harmonization Panel of the AJODWG reviews AJPs to identify inconsistencies, gaps and needless duplications, makes recommendations for correcting such problems, and examines issues related to management of doctrinal content.¹⁴

¹³ Keystone pubs in staff functions 1 (Personnel/Admin), 7 (Training), and 8 (Resources & Finance) are “placeholders” pending developmental plans; NATO’s *Guide for Operational Planning* (GOP) plus Functional & Regional Planning Guides are used for operational planning until the development of Functional Area 5 is assigned for development.

¹⁴ At the time of publication of this Staffing Guide, the AJODWG Hierarchy Panel and the Harmonization Panel had recommended that the two be combined into the Hierarchy and Harmonization Panel (H2), pending approval of the AJODWG in Fall 2002.

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Allied Joint Doctrine Hierarchy

Level 1:
Capstone
&
Keystone

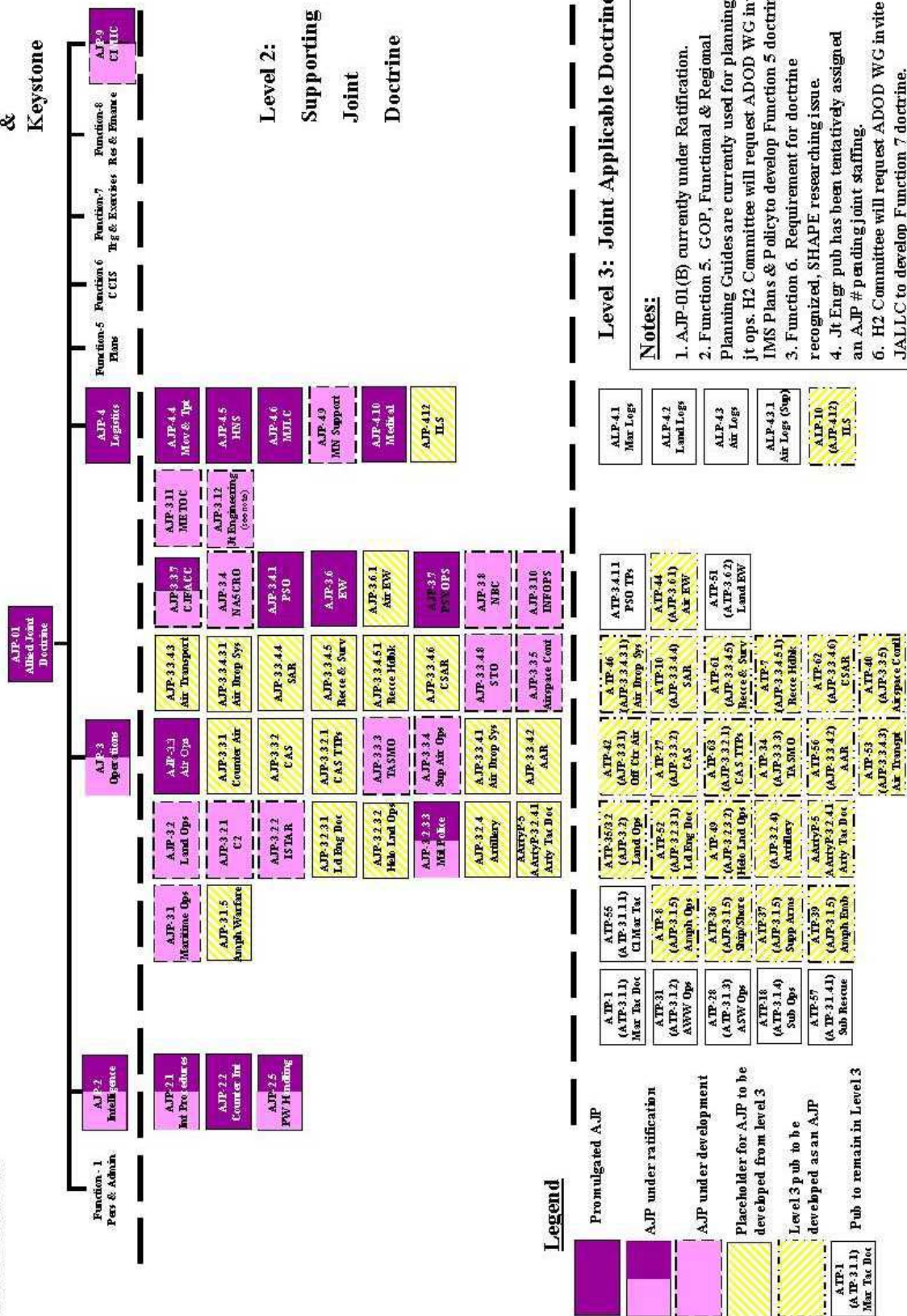


Figure 2. Allied Joint Doctrine Hierarchy

6. Allied Joint Doctrine Development Process

a. The process to develop an AJP, normally (but not solely) orchestrated by the NATO NSA, begins with the identification of a need for an area of doctrine. This may originate from an agreement within NATO to seek standardization in some area, or from the recommendation of a nation, a strategic command or a specialized WG.

b. An AJP typically goes through five developmental phases: Initial preparation and drafting; Ratification; Promulgation; Implementation; and Publication Review. Once approved, an AJP constitutes a NATO STANAG, of the type normally referred to as “operational” in nature. Operational STANAGs apply among other things to concepts, doctrine, tactics, techniques, logistics, training, organizations, reports, forms, maps and charts.¹⁵ An AJP is normally assigned a unique STANAG number in conjunction with the ratification process.

c. **Initial Preparation and Drafting** involves the development and coordination of the first and subsequent study drafts by the NATO custodian. This will be done within the context of a specified WG. The US LA for this process will obtain the proposed study draft and provide it to J-7 JDETD, along with any appropriate comment or analysis. J-7 JDETD will then staff the study draft in accordance with CJCSI 5711.01A, *Policy on Action Processing*, to determine the joint US military position on the proposed publication.

d. **Ratification** is the process by which a member nation formally accepts, with or without reservation, the content of a STANAG, in this case an AJP. A reservation is a stated qualification by a nation that describes a part of a STANAG that it will not implement or will implement only with limitations.¹⁶ (Any national reservations are incorporated into a special section at the beginning of the promulgated AJP). The US will typically respond with one of three answers when asked to ratify -- Ratify; Ratify with Reservation(s); or Do not ratify. (The categories “Ratifying but not Implementing” and “Not Participating” are also available, but will not under normal circumstances be used by the US)¹⁷. During the ratification process, the US representative to the JSB (or to one of the SSBs if appropriate) forwards the ratification draft of the AJP along with a cover letter from NATO NSA to J-7 JDETD, asking the US to review and ratify the AJP. J-7 JDETD will then staff the ratification draft in accordance with (IAW) CJCSI 5711.01A, *Policy on Action Processing*, to determine the joint US military position on ratification. Upon determination of the US position, DJ-7 will send a memorandum to NATO NSA informing them of the US decision.

e. **Promulgation** occurs when sufficient nations have ratified the STANAG and it is ready for publication. The AJP is then published (promulgated).

¹⁵ See AAP-3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications*, March 2001 for a full discussion.

¹⁶ This may be due to national legal constraints, capabilities (or lack of same), or irreconcilable differences between some tenet of national doctrine and Allied joint doctrine, for example.

¹⁷ US policy directs participation in this process and the implementation of ratified STANAGs.

f. **Implementation** occurs as NATO forces and member nations make whatever adaptations are necessary to accommodate the newly approved doctrine.

g. **Publication Review** takes place periodically to ensure the currency and continuing relevance of the doctrine. As publication reviews arise, the US LA to the appropriate WG will provide proposed changes to ratified publications to the J-7 JDETD for staffing IAW CJCSI 5711.01A, *Policy on Action Processing*, to determine the joint US position.

7. Special Note on Ratification

a. **Level One (Capstone/Keystone Publications).** Ratification by all NATO members is required to promulgate this doctrine. (Figure 3) NATO MC Memorandum MCM-077-00 (17 May 2000) directs that ratification of all Level One AJPs be confirmed at MC level “by consensus.” This was interpreted by some NATO nations as meaning that nations could no longer submit reservations to Level One AJPs (on the theory that “consensus” would not then exist). The US opposed this position.¹⁸ The following compromise¹⁹ was eventually reached:

- Cap/Key-stone AJPs are to be agreed on a consensual basis and are to be promulgated having been ratified by all Alliance nations, without reservation. Therefore, Cap/Key-stone AJPs require that Nations only respond with either ‘Ratification’, or with ‘Not Ratifying’. In the case of ‘Not Ratifying’ amplifying remarks are required to explain the reasons and, if possible, changes that would allow the nation to Ratify. WGs responsible for Cap/Key-stone AJPs are to strive to resolve all areas of contention prior to the issue of the Ratification Draft. If, during ratification, a Nation cannot accept the document in its entirety, it is to submit a ‘Not Ratifying’ reply, together with details of its objections. On receipt of this response, the NATO NSA secretariat, on behalf of the Board, is to immediately task the responsible WG with reviewing the AJP with the aim of resolving the issue causing the non-Ratification. Remedial action may be achieved by correspondence or by calling an *ad hoc* meeting if required. If resolution proves impossible at WG level, within an acceptable period, the issue is to be raised to the JSB for its consideration. If the Board is unable to find a solution, it is to refer the matter to the MC¹.

¹ *Note: The following is the likely JSB staffing procedure when referral of an AJP to the MC becomes necessary: The MC would be invited to decide whether or not the reason for non-ratification of the AJP is acceptable in accordance with MCM-077-00. If not, it would either have to be resolved at MC level, or returned to the JSB with further guidance. If deemed acceptable, then the MC would return the document to the JS Branch so that the JSB secretariat could take the necessary staff action to have the document ratified with the MC agreed reservation included. The DIRECTOR NSA would then promulgate the document.*

¹⁸ Joint Staff Action Package 00491-00, 10 Nov 2000.

¹⁹ NATO NSA memo NSA(JSB) 1528-85/1, JSA Guidance on the Ratification of Cap/Keystone AJPs, 11 Dec 2001. The footnote is part of the memo.

c. **Level Three (joint-applicable doctrine).** These publications are normally developed within the SSBs and/or other agencies such as the SNLC. In the US, they are typically staffed within single-Service channels. Those Level Three publications that undergo revision to become AJPs are staffed jointly when a joint-oriented first study draft is developed for coordination.

IV. ALLIED JOINT DOCTRINE AND US JOINT STAFFING PROCEDURES

1. Request for Comments on AJP Study Drafts

a. **The most typical joint action involving an AJP is a “request for comments”**, which has several variants as explained below. A Joint Staff Action Package (JSAP) is normally prepared and distributed in accordance with CJCSI 5711.01A, *Policy on Action Processing*, to effect staffing of these actions. (See Appendix, pages 3-4). In addition to the routine distribution process, J7 JDETD will normally provide backup e-mail distribution of AJP-related JSAP actions via the Joint Doctrine Distribution List (Appendix, page 13). To expedite completion of the action, responses to such JSAP actions should be returned to J7 JDETD via e-mail as well as through routine channels.

b. Request for US Comments

- When a NATO custodian prepares an AJP study draft for coordination with NATO nations, the custodian will typically send it to the HOD for each nation on the given NATO WG developing the publication. (Electronic transmission should be highly encouraged). The US HOD/LA will transmit the study draft in turn to J7 JDETD, which as the Joint Doctrine Sponsor, will staff the study draft with the US Joint Doctrine Development Community for comments on the AJP in order to develop the US position.
- J7 JDETD will prepare a JSAP action consisting as a minimum of a JS 136 Transmittal Form, a JS 136 Action Processing Form, a copy of the latest AJP study draft, and a blank NATO comments matrix.
- The JS 136 Transmittal Form lists JSAP addressees. The JSAP will be addressed to and coordinated with as a minimum, EUCOM, JFCOM, each Service headquarters and each Joint Staff Directorate. Combatant commands other than EUCOM and JFCOM will be included as appropriate to the material, as will other DOD agencies.
- Normally, each JSAP is also made available to the US Joint Doctrine Development Community for information via e-mail on J7 JDETD's Joint Doctrine Distribution List, by both unclassified and classified means. The e-mail will contain the JSAP documents and the notice: “If your agency or higher headquarters is not addressed on the JS 136 Transmittal Memo attached, you are receiving this for information only and may reply if desired.”

- The standardized NATO comments matrix (Appendix, page 2) will be provided with the JSAP and will be used to respond to the JSAP. Comments provided in any other format will normally be rejected. In accordance with the NATO matrix, comments will be characterized as “Critical, Substantive, or Editorial”²⁰. Whenever possible, replies will be made via e-mail.
- When all comments have been received, J7 JDETD will compile a consolidated list of US comments. Individual US agencies providing comments will continue to be identified on this list.
- JDETD will analyze each comment based on US joint doctrine and US-ratified Allied joint doctrine, and decide to accept, reject, or modify each. In the event a critical comment is rejected or modified, JDETD will normally contact the comment’s author directly to coordinate the change.
- Time permitting, JDETD may convene a US joint WG to review and assist in finalization of US comments. Contentious issues will be resolved in accordance with guidance in paragraph I. 2. d of this document.
- A JSAP request for comments on an AJP study draft will normally be addressed to action officers (AOs) for preliminary coordination (PC). This leaves it to the discretion of the AO (or a particular agency’s internal procedures) to determine whether a planner’s²¹ approval is required. However, J7 JDETD may address a JSAP to planners for PC if the issues involved so require.

c. **Guidelines for Comments on NATO AJPs.** Comments should be based on clear, concise, objective reasoning. A reasonable change or alternative to the original wording should be offered. The following criteria will be applied when categorizing US comments on AJPs:

- **CRITICAL** – would cause US to not ratify the AJP or to register a reservation. Following criteria apply:
 - US joint doctrine is at variance with all or part of the proposed Allied joint doctrine to the extent that the US is unable or unwilling to implement the latter, or can do so only in a modified fashion.
 - US law and/or the Law of Armed Conflict is potentially violated by implementation of all or part of the proposed Allied joint doctrine.
 - The proposed Allied joint doctrine contains flaws that in the judgment of the US Joint Doctrine Development Community might contribute to confusion,

²⁰ See Following section for additional explanation of comment categories.

²¹ Normally defined for Joint Staff coordination purposes as a designated O-6 for US Services, as a Joint Staff division chief, and as a Joint Staff division chief equivalent for other agencies.

potential fratricide, and/or less-than-optimal command, control, and effective employment of joint assets.

- The proposed Allied joint doctrine contains an operationally significant void(s), which must be addressed.
- US joint doctrine contains an unresolved void(s) that renders the US position unclear or disputed within the US Joint Doctrine Development Community.
- The proposed Allied joint doctrine contains inconsistencies or omissions when compared to “higher-level” Allied joint doctrine or policy to the extent that a comment is required for clarification and/or accuracy.
- **SUBSTANTIVE** – would significantly improve the utility and/or accuracy of the publication. Following criteria apply:
 - The proposed Allied joint doctrine contains factual inaccuracies, voids and/or inconsistencies with “higher level” doctrine that should be addressed for clarity and/or accuracy.
 - Approved US joint doctrine contains a potentially “better solution” that should be offered as a model for the proposed Allied joint doctrine.
 - The proposed Allied publication contains flaws in approach, organization, or philosophy, which, if modified, would significantly improve the utility and/or accuracy of the publication.
- **EDITORIAL** – a correction to spelling, grammar, punctuation, organization, etc. Self-explanatory.

d. **Finalizing US Comments**

- This action normally is a follow-up to the request for comments action. Once a consolidated list of US comments is compiled, that list is normally circulated among concerned members of the US Joint Doctrine Development Community so that each agency may see the comments submitted and any modifications made by JDETD, and provide comments in reply if desired.
- This action may constitute a separate JSAP action (Appendix pages 5-6), particularly when contentious issues are involved. However, JDETD normally will accomplish the action by e-mail follow-up correspondence to the original JSAP action, utilizing the Joint Doctrine Distribution List on both classified and unclassified e-mail networks.

- Each agency may provide comments on the US consolidated comments list. J7 JDETD will consider these comments and attempt to resolve differences of opinion, in order to produce a finalized list of US comments.
- JDETD may convene a US Joint Doctrine WG to review and assist in finalization of US comments. Unresolved contentious issues will be addressed in accordance with guidance in paragraph I. 2. d. of this document.
- The finalized US consolidated comments list will constitute the US position on the AJP study draft. The US LA will forward US comments to the NATO custodian, present the US position in the appropriate fora, and use the US position as the basis of all discussions regarding the AJP study draft.

e. Request for Comments on Allied Comments

- In staffing an AJP study draft for comments, the NATO custodian will normally provide national HODs with a consolidated list of comments from all nations.
- To assist in discussion of these Allied comments in subsequent NATO WGs, etc, the LA will provide J7 JDETD with these comments. JDETD will then staff a JSAP action (Appendix pages 7-8) offering the US Joint Doctrine Development Community an opportunity to review and provide comments on the Allied comments. The JSAP action normally will be addressed to AOs for PC.
- In the event that US and Allied comments are available simultaneously, the two lists may be combined into a single action, but emphasis will normally be placed on reviewing and coordinating the US comments.

2. Request for Ratification

a. A NATO request for ratification will normally be delivered to the US representative to the NATO JSB, who will in turn transmit the request for ratification along with the ratification draft of the AJP to J7 JDETD.

b. J7 JDETD will staff a JSAP action (Appendix pages 9-10) addressed to planners for FC, consisting as a minimum of a JS 136 Transmittal Form, a JS 136 Action Processing Form, and a copy of the AJP ratification draft. The action will request addressees to review the ratification draft and recommend one of three courses of action: (1) Ratify; (2) Ratify with Reservation(s); or (3) Not Ratify.

c. An agency recommending “Ratify with Reservation(s)” will provide J7 JDETD with the wording of the proposed reservation. A reservation should contain the following information as a minimum: (1) The chapter of the AJP to which the reservation applies; (2) A succinct statement of what it is the US disagrees with; and (3) A brief rationale. Ideally, an individual statement of reservation will be no

more than 5-10 lines long when published in the AJP. Reservations submitted to NATO appear in the front of the promulgated AJP. (See Appendix page 11-12 for example of a Ratification Memorandum with reservations). The criteria for a US reservation are the same as for “Critical” comments (IV, 1.c. above).

d. As noted in paragraph III. 6. a. above, the procedure is modified for Keystone/Capstone AJPs so that responses are limited to “Ratify” and “Not Ratify”, with the latter accompanied by amplifying remarks explaining the reasons and, if possible, changes that would allow the US to ratify.

e. JDETD will circulate any proposed reservations within the US Joint Doctrine Development Community (normally by e-mail as a follow-up to the original JSAP action) in order to ensure that there are no objections or disagreements. JDETD may convene a US Joint WG to review and assist in finalization of US comments. Contentious issues will be resolved in accordance with guidance in paragraph I.2.d. of this document.

f. To complete the ratification action, DJ-7 will send a memorandum through the US representative to the JSB to the secretary of the JSB. This memorandum²² (Appendix pages 11-12) will contain the following information:

- Identification of the AJP and accompanying STANAG number;
- Whether or not the US ratifies;
- The ratification reference number (this is the JSAP action number);
- The proposed date the US will implement (put into effect) the agreement (normally listed as “Date of Promulgation (DOP)” rather than a specific date, as the US is unlikely to implement in absence of promulgation);
- Any reservations;
- A comments section (appropriate for comments which the US feels it important to air, but not requiring a reservation, for example, notation of some significant editorial error or omission; and
- DJ-7 signature block.

3. Other Doctrine-related Actions

a. For other types of approval actions (such as NATO policy documents), NATO routinely uses the “silence” procedure, whereby a proposal is put forth to member nations, giving them a certain length of time to “break silence” if they disagree. If

²² This memorandum is based on the instructions and model provided in NATO AAP-3, *Procedures for the Development, Preparation, Production and Updating of NATO Standardization Agreements (STANAGs) and Allied Publication*, March 2001.

no nation breaks silence, then the proposal is considered approved. (This procedure is never used for ratification, which requires active vice passive responses from the nations.)

b. When such an action is related to or affects Allied joint doctrine development, it will be referred to J7 JDETD for appropriate staffing action to establish the US position.

APPENDIX

Note: This appendix contains a number of historical examples of actual approved and completed Joint Staff action packages related to Allied joint doctrine development and ratification. A number of these historical examples use the term “Commander-in-Chief” or its abbreviation “CINC” when referring to a US combatant commander. “Commander-in-Chief” or its abbreviation “CINC” is no longer accepted usage. In any future such actions, the term “combatant commander” will be used.

A. Sample NATO Comments Matrix Form

[illegible]

B. Sample Joint Staff Action Packages (JS 136) and Documents

1. Request for US Comments

a. JSAP Transmittal Memorandum

NATO UNCLASSIFIED
THE JOINT STAFF
WASHINGTON, D.C.

Action No. J-7A 00479-01

Date: 13 Nov 2001

MEMORANDUM FOR:

☒ ACTION OFFICERS

☐ PLANNERS (SERVICES)/DIVISIONS CHIEFS (OTHERS)

USA	_____	USAF	_____
USN	_____	USMC	_____
J-1	_____	J-2	_____
J-3	_____	J-4	_____
J-5	_____	J-6	_____
J-7	_____	J-8	_____
LC	_____	JFCOM	_____
EUCOM	_____	TRANSCOM	_____
SPACECOM	_____	NORAD	_____

Subject: Request Comments on Allied Joint Publication 3.3.5, *Airspace Control*.

1. The attached JS Form 136 is forwarded for:

☒ Preliminary Coordination

☐ Final Coordination

☐ Information

2. Purpose of the attached Joint Staff Action Package is to obtain US Joint Doctrine Development Community comments to assist in developing the US position on the first draft of NATO AJP 3.3.5, *Doctrine Airspace Control in Times of Crisis and War*.

3. **Request a response by 18 Jan 2002.** Respond to Mr. H. G. Simmeth, JDETD J-7, Pentagon room 1A688, 703- 692-7264, fax 703-692-5224, (DSN 222), e-mail harry.simmeth@js.pentagon.mil (unclassified) or harry.simmeth@js.pentagon.smil.mil (SIPRNET). (Electronic responses preferred).

BRUCE F. RUSSELL
CAPT, USN
Chief, Joint Doctrine, Education
and Training Division

NATO UNCLASSIFIED

b. JS 136

JOINT STAFF ACTION PROCESSING FORM					
CLASSIFICATION NATO UNCLASSIFIED			ACTION NUMBER J7A 00479-01		
TO Action Officers		THRU		ORIG SUSPENSE 18 Jan 02	
SUBJECT Request for Comments on Allied Joint Publication (AJP) - 3.3.5, "Airspace Control"					
EXECUTIVE SUMMARY					
<p>1. <u>Purpose.</u> To obtain US Joint Doctrine Community comments on the framework draft of Allied Joint Publication (AJP) – 3.3.5, <i>Doctrine for Airspace Control in Times of Crisis and War</i>.¹</p> <p>2. <u>Discussion.</u></p> <p style="margin-left: 40px;">a. This doctrinal publication is under development by the NATO Air Board. The AJP will be promulgated as Allied Joint Doctrine, thus is being staffed by JS J-7 to establish a joint US position.</p> <p style="margin-left: 40px;">b. Submit comments on the NATO comment matrix provided.² Comments submitted in other formats will not be considered.</p> <p style="margin-left: 40px;">c. Comments should be categorized as CRITICAL – would cause US to nonconcur with the AJP or to register a "reservation;" SUBSTANTIVE – would significantly improve the utility and/or accuracy of the publication; or EDITORIAL – spelling, grammar, organization, etc.</p> <p>3. <u>Recommendation.</u> Selected CINCs and Services review AJP 3.3.4 (draft) and provide comments on attached NATO standard comment matrix.</p> <p>4. <u>Suspense.</u> Request response by 18 Jan 2002 to Mr. Simmeth, J7 POC, Pentagon Room 1E1019, 703-692-7264 (DSN 222), Fax 692 5224; e-mail harry.simmeth@js.pentagon.mil or SIPRNET harry.simmeth@js.pentagon.smil.mil. (Electronic responses are preferred).</p> <p style="text-align: center;">ENDNOTES</p> <p>¹ Allied Joint Publication (AJP) – 3.3.5, <i>Doctrine for Airspace Control in Times of Crisis and War</i>, provided on computer disk with hard copy distribution and e-mailed to prospective action officers via Joint Doctrine Distribution List.</p> <p>² NATO comment matrix form, provided on disk in hard copy distribution and e-mailed to AOs.</p>					
COORDINATION					
NAME	AGENCY	DATE	NAME	AGENCY	DATE
	J1			USA	
	J2			USN	
	J3			USAF	
	J4			USMC	
	J5			EUCOM	
	J6			JFCOM	
	J8			TRANSCom	
AO/J/DIV/EXT Mr. Simmeth/J7/JDET/692-7264				Date Prepared: 13 Nov 01	
CLASSIFICATION		CLASSIFICATION/DECLASSIFICATION INSTRUCTIONS			
NATO UNCLASSIFIED					

2. Request for Review of US Comment

a. JSAP Transmittal Memorandum

THE JOINT STAFF
WASHINGTON, D.C.

Action No. J-7A 00049-01

Date: 02/09/01

MEMORANDUM FOR:

☒ ACTION OFFICERS

☐ PLANNERS (SERVICES)/DIVISIONS CHIEFS (OTHERS)

USA	_____	USAF	_____
USN	_____	USMC	_____
J-1	_____	J-2	_____
J-3	_____	J-4	_____
J-5	_____	J-6	_____
J-7	_____	J-8	_____
LC	_____	EUCOM	_____
	_____	JFCOM	_____

Subject: Coordination of US Comments on draft Allied Joint Pub (AJP) 3.3.7, *Combined Joint Force Air Component Commander (CJFACC)*, 2nd Study Draft

1. The attached JS Form 136 is forwarded for:

☒ Preliminary Coordination

☐ Final Coordination

☐ Information

2. **Request response NLT 12 March 01.** Respond to Mr. H.G. Simmeth, JDETD J-7, Pentagon room 1A688, 703- 693-2881, fax 703- 693-8897, (DSN 223), e-mail harry.simmeth@js.pentagon.mil (unclassified) or harry.simmeth@js.pentagon.smil.mil (SIPRNET).

3. Request you review the consolidated US comment chart attached to this JS 136 action and concur/non-concur/recommend changes as appropriate. The agreed final product will constitute the US joint military position to NATO working groups regarding this AJP.

Respond using line-in/line-out within the consolidated US comment chart. Please provide rationale for your input in the "Rationale" block. If necessary, JS J7 will chair a working group meeting to resolve any outstanding US-internal contentious issues prior to 15 April 01.

BRUCE F. RUSSELL
CAPT, USN
Chief, Doctrine Education and Training Division

b. JS Form 136 Action Processing Form

JOINT STAFF ACTION PROCESSING FORM					
CLASSIFICATION NATO UNCLASSIFIED			ACTION NUMBER J-7A 00049-01		
TO DJ7		THRU		ORIG SUSPENSE 12 Mar 01	
SUBJECT Allied Joint Pub (AJP) 3.3.7, Combined Joint Force Air Component Commander (CJFACC) Doctrine, 2nd Study Draft -- Coordination of US joint position					
EXECUTIVE SUMMARY					
<p>1. <u>Purpose</u>. To establish an agreed list of consolidated comments representing the US joint military position regarding AJP 3.3.7, "Combined Joint Force Air Component Commander (CJFACC) Doctrine", 2nd Study Draft, dated July 2000.¹</p> <p>2. <u>Discussion</u>. USAF is Lead Agent for the US in the development of this NATO doctrinal publication, which is being developed in the NATO Air Operations Working Group. US Air Force Doctrine Center (AFDC) earlier coordinated with CINCs and Services to develop the consolidated list of US comments attached.² This Joint Staff action package resubmits that list to CINCs and Services to confirm and establish it as the authoritative US joint military position to be presented by the Lead Agent to future NATO working groups and other actions regarding AJP 3.3.7.</p> <p>3. <u>Recommendation</u>. J7 obtain CINC/Service concurrence on attached US comments chart and provide it (with any required revisions) to Lead Agent as the agreed US joint military position. (Coordinating instructions: Request addressed CINCs and Services review consolidated US comments chart attached and concur/non-concur/recommend changes as appropriate. The agreed final product will constitute the US joint military position to NATO working groups regarding this AJP. <u>Respond using line-in/line-out within the consolidated US comment chart. Please provide rationale for your input in the rationale block.</u> If necessary, JS J7 will chair a working group meeting to resolve any outstanding US internal contentious issues NLT 15 April 01.)</p> <p style="text-align: center;">ENDNOTE</p> <p>¹ AJP 3.3.7, Combined Joint Force Air Component Commander (CJFACC) Doctrine, 2nd Study Draft, dated July 2000, provided in computer disc format with hard copies of this JS 136.</p> <p>² Consolidated list of US comments on AJP 3.3.7, provided on computer disc with hard copy.</p>					
COORDINATION					
NAME	AGENCY	DATE	NAME	AGENCY	DATE
	J1			USEUCOM	
	J2			USJFCOM	
	J3			USA	
	J4			USN	
	J5			USMC	
	J6			USAF	
	J8				
AO/JJ/DIV/EXT Mr. Simmeth/J7 JDETD/693-2881				Date Prepared: 9 Feb 01	
CLASSIFICATION		CLASSIFICATION/DECLASSIFICATION INSTRUCTIONS			
NATO UNCLASSIFIED					

JS FORM 136 Jun 1997 app

INTERNAL STAFF PAPER, RELEASE COVERED BY CJCSI 5714.01
PREVIOUS EDITIONS ARE OBSOLETE

3. Request for Comments on Allied Comments

a. JSAP Transmittal Memorandum

THE JOINT STAFF
WASHINGTON, D.C.

Action No. J-7A 00059-01
Date: 13/02/01

MEMORANDUM FOR:

☐ ACTION OFFICERS

☒ PLANNERS (SERVICES)/DIVISIONS CHIEFS (OTHERS)

USA	_____	USAF	_____
USN	_____	USMC	_____
J-1	_____	J-2	_____
J-3	_____	J-4	_____
J-5	_____	J-6	_____
J-7	_____	J-8	_____
LC	_____	EUCOM	_____
	_____	JFCOM	_____

Subject: Review of Allied comments on Allied Joint Pub (AJP) 3.3.7, *Combined Joint Force Air Component Commander (CJFACC)*, 2nd Study Draft

1. The attached JS Form 136 is forwarded for:

- ☐ Preliminary Coordination
☒ Final Coordination
☐ Information

2. **Request response NLT 12 March 01.** Respond to Mr. H.G. Simmeth, JDETD J-7, Pentagon room 1A688, 703- 693-2881, fax 703- 693-8897, (DSN 223), e-mail harry.simmeth@js.pentagon.mil (unclassified) or harry.simmeth@js.pentagon.smil.mil (SIPRNET).

3. Request addressed CINCs and Services review consolidated Allied comments chart attached and provide comment as appropriate. **Respond using line-in/line-out within the consolidated Allied comment chart. Please provide rationale for your input. Negative replies are requested.** If necessary, JS J7 will chair a working group meeting to resolve any outstanding US internal contentious issues NLT 15 April 01. (Note: This action should not be confused with J7A 00049-01, which regards US-only comments on the same AJP).

BRUCE F. RUSSELL
CAPT, USN
Chief, Doctrine Education and Training Division

b. JS Form 136 Action Processing Form

JOINT STAFF ACTION PROCESSING FORM					
CLASSIFICATION UNCLASSIFIED			ACTION NUMBER J-7A 00060-01		
TO DJ7		THRU		ORIG SUSPENSE 12 Mar 01	
SUBJECT Review of Allied Comments on Allied Joint Pub (AJP) 3.3.1, "Counter Air"					
EXECUTIVE SUMMARY					
<p>1. <u>Purpose</u>. To establish the US joint position in regard to a consolidated list of comments from various NATO Allies regarding AJP 3.3.1, "Counter Air".¹ (Note: This action should <u>not</u> be confused with J7A 00498-00 which regards US-only comments on the same AJP, and which has been completed).</p> <p>2. <u>Discussion</u>. USAF is Lead Agent for the US in the development of this NATO doctrinal publication, being developed in the NATO Air Operations Working Group (AOWG). USAF Doctrine Center (AFDC) compiled the attached list of Allied comments² must be prepared to discuss at an AOWG meeting in April 2001. This Joint Staff action package presents an opportunity for selected CINCs and Services to review and comment on the Allied comments to assist in establishing the US joint military position to be presented by the Lead Agent.</p> <p>3. <u>Recommendation</u>. J7 obtain CINC/Service comments on attached Allied comments chart and provide it (with any suggested revisions) to Lead Agent as the US joint military position.</p> <p>(Coordination instructions: Request addressed CINCs and Services review consolidated Allied comments chart attached and provide comment as appropriate. Respond using line-in/line-out within the consolidated Allied comment chart. Please provide rationale for your input in the Rationale block. Negative replies are requested. If necessary, JS J7 will chair a working group meeting to resolve any outstanding US internal contentious issues <small>NOTE: 15 April 01</small>)</p>					
ENDNOTE					
<p>¹ STANAG 2234 LOG (Edition 1)(Ratification Draft 1) – Allied Joint Host Nation Support Doctrine and Procedures – AJP-4.5 (Sent electronically to appropriate Action Officers and attached on computer disk to hard-copy distribution).</p>					
NAME	AGENCY	DATE	NAME	AGENCY	DATE
	J1			USEUCOM	
	J2			USJFCOM	
	J3			USA	
	J4			USN	
	J5			USMC	
	J6			USAF	
	J8				
AO/J/DIV/EXT Mr. Simmeth/J7 JDETD/693-2881				Date Prepared: 13 Feb 01	
CLASSIFICATION		CLASSIFICATION/DECLASSIFICATION INSTRUCTIONS			
UNCLASSIFIED					

JS FORM 136 Jun 1997 app

INTERNAL STAFF PAPER, RELEASE COVERED BY CJCSI 5714.01
 PREVIOUS EDITIONS ARE OBSOLETE

4. Request for Ratification

a. JSAP Transmittal Memorandum

THE JOINT STAFF
WASHINGTON, D.C.

Action No. J-7A 0549-00

Date: 6 Dec 2000

MEMORANDUM FOR:

☐ ACTION OFFICERS

☒ PLANNERS (SERVICES)/DIVISIONS CHIEFS (OTHERS)

USA	_____	USAF	_____
USN	_____	USMC	_____
J-1	_____	J-2	_____
J-3	_____	J-4	_____
J-5	_____	J-6	_____
J-7	_____	J-8	_____
LC	_____	EUCOM	_____
TRANSCOM	_____	JFCOM	_____

Subject: Ratification of Allied Joint Publication (AJP) 4.5, "Allied Joint Host Nation Support Doctrine & Procedures" (also referred to as NATO Standardization Agreement (STANAG) 2234 LOG)

1. The attached JS Form 136 is forwarded for:

☐ Preliminary Coordination

☒ Final Coordination

☐ Information

2. **Request response by 28 Feb 01.** Respond to Mr. Simmeth, J7 POC, Pentagon Room 1A688, 703-693-2881 (DSN 223), harry.simmeth@js.pentagon.mil or SIPRNET harry.simmeth@js.pentagon.smil.mil.

3. Respond using the following format:

A. **Concur.** This response recommends ratification without reservation.

B. **Concur with Reservations.** Requires submission of written Reservation. Reservations are stated qualifications by a nation which describe that part of the publication which it can not implement or can implement only with limitations.

C. **Non-Concur.** Recommends that the United States not ratify this publication.

BRUCE F. RUSSELL
CAPT, USN
Chief, Doctrine Education and Training Division

b. JS Form 136 Action Processing Form

JOINT STAFF ACTION PROCESSING FORM					
CLASSIFICATION UNCLASSIFIED			ACTION NUMBER J-7A 0549-00		
TO Planners		THRU		ORIG SUSPENSE 28 Feb 01	
SUBJECT Allied Joint Pub (AJP) 4.5 - HOST NATION SUPPORT DOCTRINE & PROCEDURES -- Ratification					
EXECUTIVE SUMMARY					
<p>1. <u>Purpose</u>. To obtain Planner Level concurrence on US ratification of attached NATO Allied Joint Publication (AJP) 4.5, "Allied Joint Host Nation Support Doctrine & Procedures."</p> <p>2. <u>Discussion</u>. This allied joint publication, also referred to as NATO Standardization Agreement (STANAG) 2234 LOG, is submitted to the Services, selected CINCs and Joint Staff Directorates for concurrence on ratification by the United States.</p> <p>3. <u>Recommendation</u>. Planners review attached publication¹ and provide appropriate response NLT 28 Feb 2001. The ratification draft is not an opportunity to provide line-in/line-out changes or other suggestions. Responses should be submitted as follows:</p> <p style="margin-left: 40px;">A. Concur. This response recommends ratification without reservation.</p> <p style="margin-left: 40px;">B. Concur with Reservation(s). This response requires submission of a written Reservation(s). Reservations are stated qualifications by a nation which will be included in the final publication, and which describe that part of the publication which the nation can not implement or can implement only with limitations. This may be due to legal constraints, irreconcilable differences in doctrine or procedures, lack of a capability, or other fundamental reason. The written Reservation should refer back to the related portion of the AJP text, be fully but succinctly articulated, and be accompanied by an appropriate rationale.</p> <p style="margin-left: 40px;">C. Non-Concur. This response recommends that the United States not ratify this publication. Provide rationale in accompanying comments.</p> <p style="text-align: center;">ENDNOTE</p> <p>¹ STANAG 2234 LOG (Edition 1)(Ratification Draft 1) – Allied Joint Host Nation Support Doctrine and Procedures – AJP-4.5 (Sent electronically to appropriate Action Officers and attached on computer disk to hard-copy distribution).</p>					
COORDINATION					
NAME	AGENCY	DATE	NAME	AGENCY	DATE
	J1			USA	
	J2			USN	
	J3			USMC	
	J4			USAF	
	J5			EUCOM	
	J6			JFCOM	
	J8			LC	
AO/J/DIV/EXT Mr. Simmeth, J7/JDETD/693-2881				Date Prepared: 6 Dec 01	
CLASSIFICATION		CLASSIFICATION/DECLASSIFICATION INSTRUCTIONS			
UNCLASSIFIED					

5. Ratification Memorandum

THE JOINT STAFF
WASHINGTON, DC



SAMPLE

Reply ZIP Code:
20318-7000

dd/mm/yy

MEMORANDUM FOR Joint Service Board Secretary, NATO Standardization Agency (NSA)

Subject: STANAG 2230 LOG (Edition 1)(Ratification Draft 1) – Multinational Joint Logistics Centre Doctrine (MJLC) - AJP-4.6

Ref: Memo - MAS/USAF-102/00, 7 September 00, Subject: STANAG 2230 LOG (Edition 1)(Ratification Draft 1) – Multinational Joint Logistics Centre Doctrine (MJLC) - AJP-4.6

Encl: None

1. The following information is submitted concerning the subject STANAG.

a. RATIFICATION INFORMATION:

Ratifying	Ratifying W/reservations	Ratifying, but Not implementing	Not ratifying
	X		

Ratification Reference: J-7A 00466-00

b. PRELIMINARY INFORMATION ON IMPLEMENTATION:

Intended date of Implementation		
Navy/ Mer	Army/ Terre	Air
DOP	DOP	DOP

2. RESERVATIONS:

Chapter 2:

(a). The US does not agree with text which suggests that organizations other than the AE Cell and the AECC manage and execute AE mission operations and act as operations center for overall planning, coordination, and direction of all theatre Air Force AE assets, as well as coordinating with Airlift Control Team for airlift. The AE Cell/AECC should fulfill these roles. This reservation is based on the reengineering of USAF AE since the drafting of this publication, and intended as a clarification of US national AE doctrine, which will be followed by the US in

this case. It is also consistent with national reservations submitted to AJP 4-10 “Allied Joint Medical Support Doctrine.”

(b). The US does not agree with text that describes the composition of the JTCC and the MEDCC without indicating the need for assignment of an experienced AE individual on the team, preferably from the national contingent supplying the bulk of AE assets. Without ensuring this, the execution of AE could be severely compromised by the lack of proper AE representation and expertise in these agencies.

3. COMMENTS: None.

MARK P. HERTLING
Brigadier General, USA
Director, Operational Plans
and Joint Force Development

C. Sample e-mail message with JSAP package attached

CLASSIFICATION:NATO UNCLASSIFIED

Doctrine Tasker: Ratification of AJP 2.0, Allied Joint Intelligence, Counterintelligence & Security Doctrine.

Review and recommend RATIFY, RATIFY WITH RESERVATIONS or NOT RATIFY.

If your agency is not listed as an addressee on the attached Transmittal Form and/or JS Form 136, you are receiving this for info, and may respond if desired.

Reply NLT 13 Feb 2002 to: Mr. Simmeth, J7 POC, Pentagon Room 1E1019, 703-692-7264 (DSN 222), Fax 692-5224 e-mail harry.simmeth@js.pentagon.mil or SIPRNET harry.simmeth@js.pentagon.smil.mil.

<<File Attachment, Transmittal Memo>> <<File Attachment, JS 136>>

<<File Attachment, Comments Matrix>> <<File Attachment, AJP Ratification Draft>>